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C O N F I D E N T I A L SECTION 01 OF 02 KHARTOUM 000511

SIPDIS

DEPT FOR SE GRATION, S/USSES, AF A A/S, AF/C  
NSC FOR MGAVIN AND CHUDSON  
DEPT PLS PASS USAID FOR AFR/SUDAN  
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TAGS: [PGOV](#) [PREL](#) [PREF](#) [EAID](#) [ASEC](#) [KPKO](#) [AU](#) [UNSC](#) [SU](#)  
SUBJECT: SE GRATION TELLS FM ALOR URGENT ACTION NEEDED IN  
DARFUR

Classified By: CDA Alberto M. Fernandez, for reasons 1.4 (b) and (d)

11. (C) SUMMARY: In a meeting with Foreign Minister Deng Alor, the President's Special Envoy to Sudan Scott Gration said that it is urgent to address security, humanitarian, and political problems in Darfur. Gration also promised that the U.S. will offer its full support to good-faith initiatives to settle outstanding CPA issues. SE Gration called for an immediate return of at least four of the NGOs expelled on March 4 to mitigate suffering caused by the mass expulsions. FM Alor called for robust U.S. engagement to end the conflict in Darfur and ensure implementation of the CPA's outstanding issues. END SUMMARY.

12. (C) On April 8, fresh from his trip to Darfur, Abyei, and Juba, SE Gration, USSS Shortley, CDA Fernandez and emboffs met with Sudanese FM Deng Alor (SPLM) to discuss the looming Darfur humanitarian crisis caused by the GoS expulsion of 13 INGOs and dissolution of 3 local NGOs. The SE told FM Alor that immediate action by the GoS is needed to stem an imminent humanitarian crisis caused by gaps in humanitarian assistance. The SE said that while the USG does not expect the GoS to re-admit all of the expelled NGOs, at least four NGOs should be allowed to return immediately, as they have the requisite size and capacity to mitigate the impact of the expulsions. SE Gration told FM Alor that the GoS should, at the least, re-admit Save the Children-USA, which feeds 400,000 people in Darfur; Mercy Corps, which provides lifesaving healthcare, water, and operates in the volatile area of Abyei; CARE; and the local NGO SUDO, which provides needed services and could allow the regime to send a positive political message about the need for strong Sudanese NGOs working hand in hand with international partners.

13. (C) FM Alor said that the NCP continues to argue that local NGOs can fill the humanitarian aid gap, but that the SPLM believes that the humanitarian need in Darfur must be addressed and that an agreement regarding the NGOs should be reached. Gration said that NGOs currently working in Darfur are doing so for the benefit of the Sudanese people and should be supported in their efforts, not labeled as "spies" and "thieves." The GoS should facilitate visas and ease restrictions for NGOs coming to Sudan and allow those departing Sudan to do so with dignity without linking severance pay requirements to alleged guilt.

14. (C) On an elusive Darfur peace agreement, Deng said that Darfur peace talks should be approached as was the CPA; involving local, regional, and international partners. This will require full engagement by the United States: "If you want peace in Darfur, there has to be the involvement of the

International Community and in particular the United States." The Special Envoy assured Alor that "If there is willingness for peace, we will be there." Gration noted that there is great urgency in forging a lasting peace in Darfur in the next nine months, as peace is needed for successful national elections.

15. (C) Alor said that the SPLM is actively seeking to liaise with the rebel movements to achieve a common negotiating position. He said that JEM leader Khalil Ibrahim has accepted an SPLM invitation for talks in Juba, while SLA-AW Commander Abel Wahid Al-Nur, predictably, has yet to respond from Paris. The SE underlined that there needs to be a plan for a cessation of violence soon and proposed that a possible meeting in Addis Ababa take place no later than May 5, 2009.

16. (C) To monitor a future Darfur cease-fire, Alor said that the SPLM proposes a 10,000-strong SPLA force as a confidence-building measure (this idea was first proposed by John Garang at the beginning of the Darfur crisis and has been consistently been rejected by the NCP). When pressed by SE Gration, Alor said that the SPLA force would be under SPLA command and control, and report directly to SPLA HQ in Juba. The SE responded that sending an additional army into Darfur, independent of the SAF, could add another layer of conflict to the region and that any Sudanese forces operating in Darfur would ideally have a unified command/control system, working together with a common mission, objectives, and Rules of Engagement. The FM responded that such a monitoring force of SAF and SPLA has existed in the past to monitor the initial Nuba Mountains cease-fire agreement and that such a joint SAF/SPLA monitoring force could potentially be effective in monitoring a cease-fire in Darfur.

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17. (C) FM Alor lamented that many crucial CPA issues have yet to be implemented because the NCP and SPLM are unable to agree on next steps. FM Alor said that as long as the CPA remains less than fully implemented, Darfuri movements will be skeptical about signing a peace agreement with the GoS. The SE said that unresolved CPA issues such as border demarcation and oil-revenue sharing need to be urgently addressed at a high-level, not stuck in committees. Alor responded that there is a small group of NCP/SPLM officials, who report directly to the Presidency, that is trying to resolve these disputes, but it has been unable thus far to reach any agreements. He said that the NCP has tried to link an agreement on post-2011 wealth-sharing to the referendum law, while the SPLM argues that the issues should be addressed separately. Alor believes that the NCP is close to agreeing on the SPLM's position on this issue. SE Gration offered to facilitate these negotiations in whatever role would be useful. FM Alor said that the SPLM would support SE Gration's attendance at executive level meetings of the group and will propose that to the members.

18. (C) On Abyei, FM Alor's native region, Alor said that the NCP and SPLM have encouraged the polarization of the population by their support of local proxies. He called for close American engagement on the issue, as the Abyei Protocol in the CPA "was exclusively an American initiative, but the US did not ensure that it was implemented" when the NCP rejected the decision of the Abyei Boundary Commission. The parties now have submitted the Abyei boundary question to International Court of Arbitration in the Hague, with a decision expected in July 2009. Alor said that both the NCP and the SPLM need to be told to accept the binding decision of the Court when it is issued. "We need the U.S. to come back and guarantee implementation and ensure that both sides are reminded of their commitments." The SE agreed that both the NCP and SPLM should honor the Hague decision and promised that the U.S. would call on both CPA parties to respect the outcome of the Hague proceedings.

19. (C) On elections, the SE said that regardless of the

census results, the key will be getting all eligible Sudanese citizens registered to vote so that national elections and a referendum can be held that are internationally recognized and binding. He underscored the importance of creating a stable security environment so that voting can happen without the diversions of Darfur and unresolved borders

¶10. (C) Asked by FM Alor if he planned to meet with President Bashir during his current visit, the SE replied that he would likely not, "as we need to wait until we make some progress in our relationship. For this, we will need to see some positive change in Darfur on the humanitarian level." He said that if there is a positive and measurable change in Darfur, a visible change in the bilateral relationship may follow, including additional high-level meetings and the eventual exchange of Ambassadors. The FM responded that the NCP asked him to deliver a message that "they are ready to discuss these issues with you and are ready for dialogue." Gration responded, "I am ready for action." He again told the FM that there must be immediate progress in Darfur for the relationship to improve; dialogue will not be enough.

11.(C) COMMENT: As the NCP did not consult the SPLM prior to making its decision to expel the thirteen INGOs, the SPLM is irritated by the decision and views it as yet another example of NCP manipulation at their expense. Thus the agreement negotiated by the Special Envoy on April 10 to allow new (and in some cases reconstituted) INGOs to fill the gap in Darfur and the Three Areas (septel) should help calm relations somewhat between the NCP and the SPLM, though there are many other contentious issues that divide them at the moment - especially lack of progress on border demarcation and lack of progress on the referendum law. If the CPA parties are to make significant progress toward CPA milestones such as the elections and the referendum, the USG must continue to actively engage the SPLM and NCP and hold them accountable to their commitments. The upcoming Hague decision on Abyei has the potential to divide the parties once again, and will require careful management to ensure that it does not spark additional conflict. END COMMENT.

¶12. (U) SE Gration reviewed this message before transmission.  
FERNANDEZ